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ABSTRACT

This handbook describes the methodology of the Investing in People Project, conducted in Connecticut, Iowa, Kentucky, Washington, and West Virginia to help states in assessing their current work force and economic development systems and in building more comprehensive, integrated, and effective strategies for improving the work force. The handbook describes what happened to the state teams during the project, summarizes what the teams achieved, and provides lessons for other states that may wish to undertake such a project. Case studies from the five state projects are included. Appendixes to the guide provide Investing in People Project guidelines for building successful teams and examples of work force development policy initiatives from Germany, Kansas, Kentucky, Oklahoma, Oregon, Pennsylvania, and South Carolina. A bibliography lists 18 references. (KC)

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# Investing In People

## Working Together for a Competitive Workforce

### A Handbook for State Policy Teams

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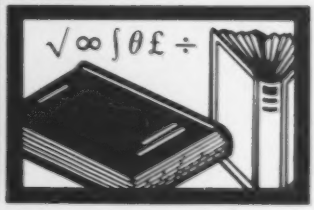


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TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

# Working Together For a Competitive Workforce

## A Handbook for State Policy Teams

Investing in People Project

A joint project of
National Conference of State Legislatures
and
Jobs for the Future

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November 1994

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# Preface and Acknowledgments

This handbook is a product of the Investing in People (IIP) Project funded by the DeWitt Wallace-Reader's Digest Fund. The fund's goal is to help American youth fulfill their educational and career aspirations. The fund's support of the IIP Project, as well as the personal encouragement and commitment of the fund's program officer, Andy Fisher, are greatly appreciated.

During this project, the National Conference of State Legislatures (NCSL) and Jobs for the Future (JFF) helped five states—**Connecticut, Iowa, Kentucky, Washington** and **West Virginia**—devise and adopt strategies for meeting the challenges of a competitive global economy. Legislative leaders in each state selected teams of legislators, legislative staff, business leaders, educators, labor representatives, executive agency staff, and other political and civic leaders to help develop and implement long-range strategies that coordinate and improve education, workforce training, and economic development systems. The project featured two policy institutes, extensive technical assistance, and several policy reports.

This handbook was compiled by Jana Zinser of NCSL with contributions and suggestions from Barbara Puls of NCSL; Allan Green, director of the Connecticut Office of Legislative Research; Jeff Nall, administrator for the Division of Workforce Development at the Iowa Department of Economic Development; Mary Yaeger, legislative analyst with the Kentucky Legislative Research Commission; Ellen O'Brien Saunders, executive director of the Workforce Training and Education Coordinating Board, from Washington; and Will Carter, executive assistant to the governor of West Virginia.

A special thanks is due for the time and efforts of Doug West, deputy auditor general from Utah; Bill Goosmann, senior analyst for the Colorado Legislative Council; and Rodger Dillon, senior consultant with the California Senate Office of Research, who acted as outside reviewers of the handbook.

# Executive Summary

From 1992 to 1995, the National Conference of State Legislatures, in partnership with Jobs for the Future, through the Investing in People Project (IIP), helped five states—**Connecticut, Iowa, Kentucky, Washington,** and **West Virginia**—examine their economic, education, and workforce policies; investigate alternative strategies and programs; and devise and adopt strategies to better meet the competitive demands of a global economy.

The purpose of this handbook is to describe the methodology of the Investing in People Project; describe what happened to the state teams during the project; summarize what the teams achieved; and distill lessons for other states that may wish to consider undertaking such a project.

Information about the policy precepts mentioned in this handbook can be found in other IIP Project publications (see bibliography). They encompass the need for state economic development strategies to encourage businesses to reorganize themselves in the "high-performance" mode, which in turn drives the demand for skilled, educated workers, and new school-to-work transition systems, as well as K-12 education reform. The ability of individuals, firms, industries, and nations to learn and effectively put that knowledge to work quickly and efficiently as the source of competitive advantage in a global economy was the key concept that undergirded the IIP Project. This concept, advanced by Peter Senge in *The Fifth Discipline*, requires firms to be learning environments for their workers and for firms to learn from each other. A high-performance work organization is, in short, a learning organization.

The five states were selected for participation from proposals submitted by legislative leaders of 21 states. Legislative leaders of these five states assembled teams that included members of both political parties, both legislative chambers, executive agencies, organized labor, educators, and business.

The teams attended two workforce policy institutes designed to educate team members and build their unity and sense of purpose. The institutes were held at neutral sites to allow team members to remove themselves from their usual roles and activities and to focus on the issues of workforce development and training. The institutes used presentations, workshops, team-building exercises, and worksessions to help team members understand the team process, gain a greater knowledge of economic and workforce development policy issues, and create a personal commitment to the team.

The first institute, held in June 1993, concentrated on the process of developing a shared vision, setting policy goals, creating legislative strategies, and establishing or strengthening bonds between team members. The teams heard presentations on strategic planning, high-performance work organizations, education reform, school-to-work transition, and workforce development.

The second institute, held in December 1993, offered additional technical assistance and guidance to the teams on their strategies and implementation plans. The teams revised their workplans and listened to presentations on school-to-work transition systems, high-performance work organizations, federal initiatives for workforce development, **Oregon's** strategic economic development plan and benchmark system, and building effective public outreach strategies.

The theory behind using teams is that better decisions are made by team collaboration than by individual choice. The NCSL/JFF IIP Project assumed that a public-private group of individuals could be forged into an effective state policy team through shared experiences of new knowledge, team-building exercises, and out-of-state, intensive policy institutes. Over a long period of time, such a team could create a political consensus and will to recommend and implement significant initiatives to improve its state's workforce and economic development system.

The teams were made up of ten to 19 members offering a combination of skills and knowledge. As mentioned, the members came from government, business, labor, education, community groups, and others. The IIP teams agreed that team members should be able to represent their constituencies and provide the support necessary to help implement the team's decision. The teams developed a common purpose by creating a vision for their state's future economic and workforce development system. To keep the team focused on its purpose, goals were developed and strategies planned.

The teams agreed on how the members would work together, including rules for conduct, participation, and procedure. In order to accomplish its goals, the IIP teams required a significant amount of time to absorb new policy concepts and approaches, consider the consequences of decisions, and develop legislative recommendations.

The experience of the IIP project teams was that a committed, hard-working team leader, who was good at helping the team overcome problems and manage the legislative structure, often determined the success of the team's work. The right combination of people and organizations they represent can be a powerful catalyst for change. No matter how skilled the team leader was, all teams faced problems and resistance. Overcoming those obstacles, however, can help

strengthen teams. As the IIP Project ends in 1995, several of the teams will also end, but some of the IIP teams are planning to continue, expanding their purposes, setting new goals and changing the teams' memberships.

An overview of the state teams' accomplishments gives insight into the process and results of the IIP Project. In the view of the NCSL/JFF IIP Project staff, these accomplishments validate the project's methodology to help states take major steps forward to improve their workforce and economic development systems.

The **Kentucky** team's recommendations helped the legislature in 1994 pass a bill that substantially expands the state's efforts to address basic education and essential skills for displaced, under-employed, and unemployed workers. The bill transfers the Job Training Partnership Act (JTPA) program out of the welfare-oriented Human Resources Cabinet and into the training-oriented Workforce Development Cabinet. It also has a provision that includes workforce training as a part of any flexible manufacturing network undertaken by the Economic Development Cabinet. A legislative interim study in 1994-95 will examine workforce training efforts.

The **Iowa** IIP team's work helped the legislature in 1994 appropriate money to fund a state workforce development coordinator, partially fund a State Workforce Development Council, and form regional centers to develop portions of an integrated information system (dealing with workforce development information, including employment and training services). A legislative interim study committee is expected in 1994 to explore the development of a cohesive "supply-side" workforce development system, and the team hopes to introduce legislation in 1995 that encourages businesses to become high-performance work organizations.

The most significant legislative result of the **West Virginia** IIP team was the legislature's passage of a bill in 1994 to create a Governor's Workforce Development Council that will develop and implement a workforce development plan involving high school core competencies, linkages among education and state job training programs, coordination of economic development efforts with workforce development programs, delivery of workforce training and advice to businesses and workers in a convenient and responsive manner (complete information is provided from one location and is often referred to as "one-stop shopping"), and consolidation of workforce programs.

Most of the **Washington** IIP team's legislative proposals will be introduced in the 1995 session. The work of the team has already assisted, however, in creating a law to develop the quality achievement award program. Each year the pro-

gram will recognize businesses that improve the quality of their products and services and that provide good examples of high-performance work organizations. The team's efforts also helped the state Workforce Training and Education Coordinating Board formulate its comprehensive plan.

In **Connecticut,** the IIP team's proposal was enacted by the legislature into law that defines and promotes high-performance work organizations. It coordinates the state's job training and job search programs through a network of job centers and expands assistance to displaced workers. The law provides self-employment assistance and guidelines for creating a Human Resource Investment Council and regional employment boards. The law allows the establishment of school-to-work transition programs for high school students.

In varying degrees, all five teams were relatively successful in moving the states closer to their workforce vision. The teams also helped create:

- A group of people who will continue to promote new policy concepts;
- Personal relationships among team members that could lead to future cooperation on initiatives;
- Public policy debate over education reform, school-to-work, and economic and workforce development; and
- A realization that state government must find ways to catalyze the private sector to organize itself—perhaps by specific economic sector or industry—to improve economic competitiveness.

The appendixes of this handbook provide guidelines for building successful teams and offer examples of policy initiatives in several states and Germany.

# Introduction

States striving to economically compete in the global marketplace are recognizing how economic and workforce development, and education policies must be integrated. Both state and national policymakers are passing laws that promote the development of businesses that can compete in the world economy and employees who are prepared to meet the challenges of a changing workplace.

Concerned over their states' economic competitiveness, many policymakers are examining the effectiveness of their states' economic and workforce strategies. In the past, many states have focused on lowering business costs, often through tax incentives. Policymakers have assumed that lower costs are central to economic success and influence where businesses locate, thereby creating jobs. Using job creation to measure economic success has come under increasing criticism, however. As a result, some states are exploring economic development strategies that improve the workforce, thereby creating higher wages.

These strategies are based on the idea that the education and skills of people and how they are organized for work are the foundation of economic success. Firms that focus on niche markets, rapid product introduction, changing consumer tastes, quality, innovative product features, and product service have a jump on their competitors in the world marketplace. To achieve this performance, firms need to become "learning organizations" that put knowledge to work quickly and effectively.

"High-performance work organizations" entered the vocabulary of public policy discussion in the early 1990s, due primarily to the publication of *America's Choice: high skills or low wages!*, a report issued by the Commission on the Skills of the American Workforce. Many other terms, of course, have been offered to describe the reorganized workplace of the 1990s, such as: lean production, the virtual corporation, the re-engineered corporation, and diversified quality production, among others. High-performance work organizations include many of the following characteristics:

- Flattened structure (less middle-management);
- Decentralization of decision-making and empowerment in decision-making of educated, skilled front-line workers;
- Cooperation between management and workers, especially unionized workers;
- Greater investment in training and education of workers;

- A human resource system with fair policies that treat employees as assets, not costs;
- Flexible work teams whose members have multiple skills and responsibilities;
- Commitment to continuously adding value and improving quality;
- Motivation of workers and a greater sense of employment security; and
- Accommodation of different learning styles.

States that encourage businesses to organize in this way expect this strategy to add value to products, create wealth, raise worker wages, improve the standard of living of the workers, and create skill flexibility among workers.

As businesses undergo these organizational changes, states are also grappling with how to fund schools, meet business demands for highly skilled workers, improve student achievement, and prepare students for a fiercely competitive global economy. Many states are examining every facet of their education and economic and workforce development systems and considering major changes. School restructuring is a comprehensive approach to redesigning the entire school system. A goal of school restructuring is to make education a lifelong learning experience that serves each individual's needs. This implies a continuous and flexible delivery system of education and skills training services that an individual can easily access over his or her lifetime. This system values workforce skills and seeks to prepare students for the continually evolving demands of the labor market. The system's goal is to produce students who can become highly skilled and highly paid workers, and improve the skills of the current workforce.[1]

This search by policymakers for new state strategies that incorporate economic, workforce, and education goals led to the Investing in People (IIP) Project conducted by the National Conference of State Legislatures (NCSL) in partnership with Jobs for the Future (JFF). The IIP Project helped five states—**Connecticut, Iowa, Kentucky, Washington,** and **West Virginia**—examine their policies and devise strategies to meet the demands of a global economy. In the IIP Project, each state's legislative leaders created a team from government, business, education, and labor representatives and used a unique team process to define goals and strategies, and adopt policies.

This handbook describes the IIP Project, explains the institute process, and examines the team concepts used in this project. It also reviews the goals and accomplishment of the five state teams. The appendixes provide guidelines for building successful state policy teams and contain a sample of policy initiatives in the United States and Germany.

## The Investing in People Project

During 1992-1995, the National Conference of State Legislatures (NCSL) and Jobs for the Future (JFF) were partners in the Investing in People (IIP) Project. NCSL is a non-profit, bi-partisan organization that represents the legislators and legislative staff of the nation's 50 states, its commonwealths, and territories; JFF is a non-profit, non-partisan organization that works with political and civic leaders, educators, employers and intermediary organizations to advance knowledge and practice in workforce improvement, economic development, and education reform.

The IIP Project used a unique public-policy process through which teams from five states—**Connecticut, Iowa, Kentucky, Washington,** and **West Virginia**—examined their workforce, economic and education policies, investigated alternative programs and plans, and initiated innovative strategies. The minimum results of the IIP Project were expected to include:

- Informing the teams about issues and problems in education, human capital investment, and economic and workforce development within the context of a state's economic development strategy and global economic competition;
- Educating the teams about alternative strategies to address the competitive challenges of education, human capital investment, and economic and workforce development;
- Providing the teams with an understanding of innovative organizational and institutional mechanisms whereby such new strategies can be implemented; and
- Encouraging new professional and personal relationships among team members in a neutral setting that can assist in the team's development of a consensus on strategy and implementation.

The five states were selected for participation from competitive proposals. In January 1993, NCSL sent a request for proposals (RFP) to legislative leaders in the 50 states, the **District of Columbia,** and **Puerto Rico.** The RFP outlined the project, the application process, and the scoring methodology. States were required to assemble teams that included members of both political parties, both legislative chambers, executive agencies, organized labor, education, and business. Legislative leaders were asked to select a chair or co-chairs and a team coordinator. The IIP Project sought to build on a methodology pioneered in the 1980s by the Council of State Planning Agencies (CSPA), now known as the Council of Governors' Policy Advisors, through a series of policy "academies."

The fact that 21 legislatures submitted proposals was interpreted by NCSL/JFF staff as a sign that many states were frustrated in their attempts to improve their economic and workforce development systems. IIP staff assembled an outside advisory committee of state legislators, legislative staff, economic and workforce development experts, and representatives of organized labor and business, to select the participating states. The proposals were judged on criteria including:

- Description of state resources,
- Composition and leadership of the state team,
- Commitment of key interest groups,
- Commitment of resources,
- Plan to market the team's product, and
- Likelihood of success in implementing the team's plan.

An NCSL staff person and a JFF staff person were assigned to each of the five teams that were selected. Often referred to as "trail guides" or "coaches," NCSL/JFF project staff served as resources, information brokers, facilitators, catalysts, meeting planners, and, in some cases, full team members.

During the three-year project, staff produced policy reports, diagnostic guides, and resource notebooks. The policy reports included education reform, workforce development, school-to-work transition, adult retraining and education, and economic development. The diagnostic guides helped the teams examine their purpose, goals and obstacles; assess the state's economic development, education and workforce development programs; and develop short- and long-term strategies. The resource notebooks summarized broad issues focusing on education reform, workforce preparation and economic development; included key policy documents relating to workforce preparation; gave examples of state legislation; and provided a glossary of terms and an extensive bibliography.

The staff also conducted two policy institutes. Both institutes offered participants presentations by nationally-known experts, workshops, team-building exercises, and extended team work-sessions. Institutes were held at neutral sites where, removed from their usual roles and activities, team members could focus on new policy issues and get to know each other as individuals rather than as representatives of interest groups and organizations. The policy institutes provided the teams with an chance to:

- Examine innovative organizational and institutional approaches to developing consensus on a long-term strategy;
- Work with national experts in human investment and economic development;
- Develop new ways to use economic information to inform and guide state policy;

- Study alternative approaches to workforce policy (including financing, organizational structures, and strategies) and assess the viability of these approaches for their states;
- Work with leaders from communities, education, business, government, labor, and other areas in a neutral setting; and
- Develop and implement specific strategies that fit the needs of individual states.

Each institute emphasized a different aspect of team-building, problem-solving, and policy development. The first institute, held in June 1993, concentrated on the process of developing a shared vision for change, setting policy goals, creating legislative strategies, and establishing or strengthening bonds among team members. The second institute, held in December 1993, allowed each team to continue to work toward its goals, to focus on implementation of team plans, and to obtain technical assistance. In the case of most state proposals, the proposals were usually written by a relatively small group of individuals, often made up of legislative and executive agency staff and legislators. Consequently, most team members were not bound initially to support the proposal's goals.

The first institute had three major components: process, education, and team building. NCSL/JFF project staff expected that each team member would leave the first policy institute with a clear understanding of the team process, a greater knowledge of workforce policy issues, and a personal commitment to the team. To accomplish these goals, each team was asked to develop a "vision" for a statewide workforce development system, to identify the characteristics of that system, and to produce a workplan. The teams met after the presentations to discuss the topics and how those issues affected their states. The teams heard general overview lectures by nationally known faculty on strategic planning, high-performance work organizations, education reform, school-to-work transition, and workforce development.

The first policy institute also focused on team-building activities and interpersonal relationships. The teams spent most of their time together, getting to know and trust each other. The teams participated in several team-building exercises, including a simulated arctic survival activity that showed how group decisions can be more effective then individual decisions.

Between the first and second policy institutes, IIP staff provided technical assistance to the teams, which developed subcommittees to address various aspects of workforce development policy and drafted legislative proposals for discussion and revision at the second policy institute.

The second policy institute offered the teams additional technical assistance and guidance on implementation plans. The institute gave teams time to revise and finalize their workplans and to hear presentations on school-to-work transition systems, high-performance work organizations, federal initiatives for workforce development, Oregon's strategic economic development plan and benchmark system, and building effective public outreach strategies. After the second policy institute, the teams continued to meet to refine their work, to develop and introduce legislation, and to plan for the continuation of their work.

Unlike traditional state public policy decision-making, the team process used in this project was consensus-driven with team members participating from both the public and private sectors. A discussion of the team process is helpful in understanding the dynamics of the IIP teams and the methodology of the IIP Project.

# The Team Process

The IIP Project utilized an innovative method of consensus-driven teams, made up of members from both the public and private sectors, for public-policy decision-making over an extended period of time. The information used in this handbook to understand the challenging experience of becoming part of such a team was gathered from formal and informal discussions with the team members, as well as written evaluations.

The NCSL/JFF project staff agreed that the teams would have benefited from more assistance in team theory and team-building, group facilitation, communications skills, and conflict management prior to the first policy institute.

### Stages of Team Development

According to research studies, a team goes through four stages of development. The formation stage begins as the team members discover their role as part of a team. The group-building stage develops the team's direction and control. In the third stage, the team begins to work together, and in the last stage the team becomes effective.[2]

## Creating a Team

The theory underlying this team approach is that teams outperform individuals by making better decisions.[3] According to Jon R. Katzenbach and Douglas K. Smith, authors of *The Wisdom of Teams*, teams bring together complementary skills and experiences.[4] Teams are flexible and responsive to change; they help build trust and confidence in members' skills, and members have more fun.[5]

Katzenbach and Smith distinguish teams from teamwork.[6] Though teamwork involves a group of people working together, the focus is on individual work. By contrast, a real team is:

> A small group of people (usually fewer than 20) with complementary skills committed to a common purpose and set of specific performance goals. Its members are committed to working with each other to achieve the team's purpose and hold each other accountable for the team's results.[7]

Because team members often come from very different perspectives, a broad-based, consensus-driven team developing state policy can be contentious.

The organizations represented on the team, and the individuals representing those organizations, are critical to the success of the team in catalyzing major initiatives. In addition, even after a public-policy team has developed its purpose and goals, gaining public acceptance for its ideas and passing legislation is often difficult. To understand these and other challenges of developing a successful state policy team, the way a successful team is structured should be examined.

### Types of Teams

Not all teams are the same. A "working group" is not a team because it lacks a significant goal or opportunity. Its members share information that will help them make decisions in their own areas of responsibility.[8]

A "pseudo-team" could have a significant goal or opportunity, but it has not focused on team performance and does not share a common purpose.[9] A pseudo-team is often confused about its purpose, has trouble focusing, faces personal animosity or ambition, does not understand the benefits of a team approach, and uses a traditional hierarchical structure to avoid rather than to engage other team members. On a pseudo-team, each member faults the others, particularly the leader.[10]

A "potential team" has a significant goal and tries to reach it. However, team members are not mutually accountable for the team's progress and for each member's contribution. Such a team needs to clarify its purpose, goals, and approach.[11]

A "real team" is a small number of people with complementary skills who are equally committed to a common purpose, goals, and working approach for which they hold themselves mutually accountable.

A "high-performance team" not only has all the characteristics of a real team, but its members also develop a deeper commitment to the team and to each other. Leadership is shared and the designated "team leader" is mostly ceremonial or for the benefit of outsiders.[12]

**Team size.** Although the size of a successful team generally ranges from two to 25 people, according to Katzenbach and Smith, most successful teams have fewer than ten members. Large teams often face problems of logistics, intimacy, decision-making, and frustration.[13] According to Deborah Harrington-Mackin, author of *The Team Building Tool Kit*, small teams of six to 12 members are most effective when the team's goals are complex.[14]

The IIP Project provided funds for teams of only 10, but most states included additional team members, with one team increasing its size to 19. Team members were chosen by legislative leaders to represent many of the interest groups involved in economic and workforce development issues. Some teams allowed non-team members to participate in team meetings as observers. In addition, most IIP teams divided into subgroups and invited non-team members to serve on those subgroups.

Several IIP teams found substitutions a detriment because too much time was spent informing and updating new members. One suggestion was not to allow substitutions. Several teams felt that adding new members could be beneficial if their expertise filled shortcomings of the original team. Several teams having members who did not attend meetings and others who did not participate during team meetings, developed a core of the committed, participating members. This allowed the teams to continue working toward its goals. Some non-participating team members, however, tried later to undermine decisions of the core members.

**Skills and knowledge of team members.** Teams need the right combination of skills and knowledge. They need members with expertise and experience as well as problem-solving, decision-making, and interpersonal skills. Although these skills are important considerations in selecting team members, members can develop these skills as the team progresses.[15]

Many IIP participants also considered personality and position important to team composition. Team members should be able not only to represent their constituencies but also to help implement the team's decisions. For example, a mid-level agency manager without the authority to make decisions and implement changes could be a problem when the team tried to implement its decisions. In fact, mid-level managers, who did not have access to the governor, sometimes had a difficult time gaining support for team goals.

Many team members expressed the view that business and labor should be the driving force behind workforce development. More members, therefore, should have been from these two communities. In addition, members felt a team needs strong legislative commitment—ideally a legislative champion who also serves as leader of a legislative chamber. The membership of one successful team represented all interested groups and all necessary legislative committee chairs, in both the House and the Senate and from both political parties. Team members with a good sense of humor and a diversity of ages were also suggested as desirable for team composition.

**Developing direction, momentum, and commitment.** Teams develop direction, momentum, and commitment by working together toward a shared purpose shaped in response to an opportunity or need.[16] Groups that fail to become teams usually lack a common purpose.

***Difficulties in creating a common purpose.*** The IIP teams developed a common purpose by envisioning the state's future workforce and economy. Each state came up with an economic and workforce development system as the strategy whereby it would seek to attain its vision. Several teams said that dealing with the complexities of workforce and economic development and school-to-work transition, as well as with many constituency groups, made it difficult to agree on a common purpose.

- One IIP team believed its state's governmental and institutional structure hindered coordination. The legislature had ten policy and budget committees that deal with workforce development. The state has a separately elected chief school officer, an independent board for community and technical colleges, and a new economic development agency created from a merger of two former agencies. There were 13 agencies administering 64 workforce development programs.
- Several IIP teams struggled with creating a common purpose when team members were political rivals or represented groups that had opposing viewpoints. Teams with members who saw this project as an opportunity for their group to gain a political advantage had a hard time forming a common purpose.
- One team said that its common purpose was not strong because the state's low unemployment and high literacy didn't create a sense of urgency. In another state, however, difficult economic conditions were so apparent that a common purpose was easily identified.

***Goals help shape a common purpose.*** Setting specific performance goals keeps teams focused. Often a team's purpose develops out of its quest to accomplish specific goals.[17] Small accomplishments along the way can help build the team's momentum and the members' commitment. When the team works toward specific, attainable goals, members move beyond consideration of individual status or rank to focus on how each person can best contribute to the team goals.

Several IIP teams divided into subgroups that researched and developed goals for discussion by the whole team. When reaching a goal required major, state-wide changes, the IIP teams often faced team members who wanted only to protect their turf. Although some teams did not accomplish all their goals during the 1994 legislative sessions, they still believed the IIP Project created a common

language and laid the groundwork for future initiatives. One team member commented that it takes a year just to understand workforce training issues.

In addition, the IIP teams found that events beyond their control affected the achievement of their goals. For instance, one state's voters passed a ballot initiative limiting state spending, which placed significant constraints on the funding needed to meet the team's goals. Another team found that, although a governor's tax incentive package to encourage new business provided a good opportunity to discuss high-performance work organizations, it also politicized the discussion. The Clinton administration's school-to-work initiative affected the teams as well.

During the IIP project, 1994 legislative sessions provided a universally understood deadline for the five teams. One team, whose legislature meets every other year, faced a two-year delay if it could not pass legislation in the 1994 session shortly following the second policy institute in December 1993. This time pressure forced members to work quickly. Although the legislation that passed addressed some of the team's concerns, the bill might have accomplished more of the team's goals if there had been more time to explain complex issues and to gather support.

**How a team works together.** At the beginning of the team process, members need to agree on how they will work together. A team needs to develop its own rules for conduct, participation, and procedure. The rules need to continually be referenced as the team process continues.

Team members develop their own social and leadership system for supporting each other and holding each other accountable.[5] The commitment of IIP team members varied. One IIP team member considered the late arrivals and early departures by members for team meetings, as well as the substitution of members, as evidence of a lack of their commitment.

The teams generally believed that each member must commit to participating in the work. One highly successful team, however, used the legislative staff team members to do a majority of the work outside of team meetings.

Another very important part of becoming a successful team is that each member must take responsibility for the team and hold other members accountable.

**Mutual accountability.** Team members must be individually and jointly accountable for the team's purpose, goals, approach, and results. Without mutual accountability, a group can not become a real team. During the IIP team process,

mutual accountability seemed very difficult. One IIP team described it as being able to answer "yes" to the question, "Can I stand up for team decisions?"

Decisions made without personal commitment and based on hidden agendas, fear of legislative power, and lack of candor prevented one team's members from being accountable to each other. In one state, however, a "team within a team" was created, whose members had great personal commitment to each other and the team decisions. Without the commitment of all team members, however, only limited success resulted.

Setting a common purpose usually creates conflicts. Teams can use these conflicts as a source of strength, however, because resolving conflicts can create the trust and interdependence that are the basis for mutual accountability.[9] Mutual accountability arises from the commitment of team members to follow team rules of behavior.

Many IIP team members found that the active participation of high-level decision-makers enhanced mutual accountability since their involvement gave the team a seriousness of purpose that encouraged accountability. For example, an IIP team made up mostly of legislative decision-makers held each other both personally and politically accountable because its members often work together in other capacities, and their professional reputations were on the line. They felt a personal commitment to support the agreements made as a team. It was also mentioned by several team members that the out-of-state travel to the policy institutes and the large time commitment made many team members take their work very seriously. The commitment of time was commonly mentioned by team members as being essential to the success of the teams.

**Time needed for ideas, process, and commitment.** Many IIP team members said they needed a significant amount of time to accomplish their goals. Several teams expressed the need for time to absorb new concepts and approaches and to consider the ramifications. In addition, the public and large state agencies needed time to be informed on the complexities of workforce development initiatives.

Most IIP teams worked with the strict time constraints and budget cycles of the legislative process. Because several teams needed more time to develop legislative recommendations, they were less successful in passing the teams' legislation in 1994, but intend to introduce it during the 1995 sessions. One team expressed the opinion that if a team is really committed to its goals, however, time pressures can be overcome.

The IIP teams also stressed the idea that a time commitment should be required of all team members. Arranging meeting times for 10 to 19 busy team members was often difficult. Team members must see the team as a priority. One participant suggested requiring everyone to sign an agreement promising to give the project top priority.

Although the out-of-state policy institutes gave the teams an uninterrupted stretch of time for work sessions, a few state legislators found taking out-of-state trips politically difficult, even though their expenses were paid by the NCSL project budget and not taken at state expense. The news media in one state paid close attention to out-of-state trips by state employees. Nonetheless, several teams cited the advantages of having the policy institutes out of state. Most team members believed that being removed from home-state distractions helped focus them. Several team members expressed the idea that the policy institutes helped create "captive audiences" and kept the team together.

Many participants found that team meetings in home states were not well attended and suggested a more structured process to keep the team on task when it returned home from the institutes. Some team members drove hundreds of miles to attend team meetings only to find a very limited attendance by other team members.

Another problem was that of unexpected delays. One IIP team lost some momentum after the first IIP policy institute because its members had to spend much of their time dealing with the problems of severe statewide floods in the summer of 1993.

### Team Leadership

Most teams have a designated team leader, although sometimes a leader emerges from among the members. The experience of the IIP Project teams was that the leader can often determine the success of the team. The teams that had committed, hard-working leaders, who were good at helping the team overcome problems and manage the legislative structure, were the teams that accomplished more of their goals.

One team decided not to choose a leader. Several members believed that this decision made it difficult to work efficiently because the team often lacked direction. Other members on this team believed, however, that the absence of official team leadership gave everyone an opportunity to speak and be heard.

### Team Leadership Abilities

According to Katzenbach and Smith, good team leadership requires the ability to:

1. Keep the team focused on its purpose and goals and keep the approach relevant and meaningful.
2. Build commitment to the team and create team confidence in the leader.
3. Encourage team members to take the risks necessary for growth so the team develops a broad base of skills.
4. Manage outside relationships, share the team's vision, and help remove obstacles that could slow the team's performance.
5. Create opportunities for others to be successful.
6. Do substantive work.[20]

Several teams expressed the idea that the leader should be someone who had the authority to influence powerful legislators on the team and at the capitol. Members of one IIP team, which reached many of its goals, believed that their leader succeeded by meeting with team members individually to reach a compromise team agreement, by calling important non-team members to gain support, and by using the strength of broad-based team decisions to help pass legislation.

The teams said that a strong team leader, however, is not one who relies on intimidation to get things done. Several IIP members said the leaders who had the ability to pass legislation and were personally committed to the team engendered the confidence and the support of the team. Opposition to the team's decisions often came from groups that had inadvertently been left off the team or had not been kept current on its progress. One IIP leader was a legislator who made sure non-legislative members were involved in drafting the legislation implementing the team's decisions.

### Problems, Conflicts, and Obstacles

The old adage, "If you want something done right, do it yourself," supports the reality that not everyone likes to be a part of a team. The research of Katzenbach and Smith points out that some people are reluctant to be a part of teams because not everyone is convinced that teams are more successful than individuals. Some people simply do not like working in teams and others do not like to depend on other people.

Some people who are accustomed to being in charge find it difficult to be

part of a team. One IIP team member complained that a legislative leader was dominating the team as though it were a legislative committee. One team leader, who was a powerful legislator, participated only sporadically, which left the team unfocused and frustrated. Several team members pointed out that a lack of participation at team meetings indicated a resistance to teams. One member of an IIP team continually complained that the time spent with the team could be better used for individual accomplishments.

Depending on other people can seem too risky for some. They fear becoming bogged down with internal politics and public perceptions and failing to focus on the goals of the team. Several IIP teams found that members with personal and political agendas tried to overshadow the team agendas.

### Problems Facing Teams

According to Harrington-Mackin, conflicts and differences of opinions should be viewed as opportunities to explore new ideas and to find common ground.[21] She lists some common problems:

- Lack of participation in team meetings,
- Withholding information, failing to complete assignments,
- Monopolizing discussions, and
- Griping and negativity.[22]

Katzenbach and Smith see additional problems facing teams as:

- A loss of energy or enthusiasm,
- A sense of helplessness,
- A lack of purpose or identity,
- Listless, unconstructive, and one-sided discussions without candor,
- Meetings in which the agenda is more important than the outcome,
- Cynicism and mistrust,
- Interpersonal attacks made behind people's backs and to outsiders, and
- Blaming others.[23]

Overcoming the distrust of teams as well as other problems, conflicts, and obstacles is the necessary challenge to becoming a successful team. One IIP team discovered that consensus reached at team meetings was undermined during the legislative process when one member privately worked against the team's goals. Members of another team believed that, although the team agreed on many ideas and principles, no one took personal ownership to make them work. A solution offered by some team members was to have a professional facilitator guide team meetings.

Several team members expressed the concern that, when they returned home from the policy institutes, the teams sometimes lost direction. Team meetings in some states were infrequent and not well attended. Such outside influences as special legislative sessions or state emergencies took priority over team meetings. To avoid this problem, team members suggested getting assurances from participants that team meetings would be a priority.

Members often mentioned the problem of those team members who represented a personal or agency agenda that conflicted with team goals. One team member perceived that the leader tried to sway other members to a personal agenda. Some members, who did not agree with team decisions, did not voice their concerns at the time, but later worked against the team's action. Some team members from state agencies hesitated to endorse changes that might affect their agency's authority. A candid discussion of personal bias when the team is created was suggested as a way to bring these issues out in the open.

When the teams were frustrated with their progress, members often blamed other members. For most teams, though, candor increased as the project proceeded, thereby creating trust among team members.

A strong commitment from legislative team members was seen by the IIP teams as essential to overcoming obstacles and encouraging the team's ultimate success. This was especially thought to be true in states that intended to pass legislation. Overcoming obstacles can help strengthen teams, giving them a strong sense of success and a renewed purpose. Despite their accomplishments, most IIP teams are expected to end at some point.

### When Teams End

Successfully achieving the team's goals can either result in the team ending or in the team being reshaped to work towards other goals. If the team continues, it will need to create or extend new team purposes and goals and perhaps change the team membership. Some teams, like the IIP teams, are also involved in implementing its decisions. According to Katzenbach and Smith, recommendations are more likely to be put into effect when the decision-making team is involved in the implementation.[24]

Some IIP teams may continue, expanding their purposes, setting new goals, and changing the membership. (Some team members are no longer in the same jobs, have retired from the legislature, or have changed legislative committee assignments. Others cannot accommodate the time commitments of a team.) A team that never developed a common purpose attributed the ending of their team to having "no reason to continue."

## Investing in People Project Case Studies

Each IIP Project state has a unique history of education, economic, and labor development. In their original proposals, the states highlighted their strengths and weaknesses, established goals, and developed preliminary strategies for attaining them. The following are brief descriptions of the five state teams that participated in the IIP Project, the visions and goals they set, their accomplishments, and their plans for the future.

### Connecticut: Focusing on the Classroom and the Workplace

Collaboration between Connecticut's legislative and executive branches, and efforts by business, labor, education, and community groups to coordinate business assistance and job training programs have not adequately linked the classroom to the workplace. The Business Opportunities Commission, for example, examined the connection between economic development and education in 1991, but did not develop a plan to implement its recommendations. Although Connecticut has had some success streamlining job training and assistance programs, the recession and the persistence of other economic problems have frustrated attempts to establish a comprehensive workforce development strategy.

**Connecticut team goals.** Connecticut's IIP team leaders sought to set goals that were concrete and attainable without creating new bureaucracies or spending scarce public resources, and that built consensus among all parties that traditionally care about workforce development, education, and economic growth. At the first policy institute in June 1993, team members redefined their goals and developed strategies to implement them:

- Establish a cooperative relationship among labor, business, and government to enhance global competitiveness and a high standard of living;
- Develop an integrated, accountable, competency-based workforce development system;
- Improve the economic climate by developing and enhancing a competent workforce;
- Invest in the future workforce through academic preparation and school-to-work transition planning;
- Foster enlightened cooperation and participation from business, labor, and government in recognition of their shared interests in a healthy employment climate; and
- Assess the accomplishments of workforce development programs and direct the state's resources to the most cost-effective projects.

The team agreed to develop a comprehensive economic and workforce development goal for Connecticut with three strategies:

1. Encourage the adoption of high-performance work organizations by private companies,
2. Create coordinated, one-stop employment training centers, and
3. Encourage the creation of school-to-work transition programs.

Each component addressed the central focus of a highly skilled and highly trained workforce. To explore each issue, the team divided into subcommittees. The subcommittee on high-performance work organizations toured Canberra Industries of Meriden, Conn., a reorganized firm now meeting ISO 9000 standards (a set of quality guidelines developed by the International Organization for Standardization). The employer-needs subcommittee held public forums on the job training needs of business. The school-to-work transition subcommittee worked closely with the legislatively mandated School-To-Work Transitions Opportunities Committee to coordinate their proposals.

Based on the team's prior work and the subcommittees' findings, the team prepared a draft proposal for a public hearing. At the second policy institute, the team developed a bipartisan legislative strategy and a school-to-work transition proposal to be offered jointly with the School-To-Work Transitions Opportunities Committee.

**Connecticut team accomplishments.** The team's legislative proposals were reported favorably by three different committees and consolidated into an omnibus bill that passed the House with only one dissenting vote and passed the Senate unanimously.

The law dealing with high-performance work organizations, job training, and school-to-work transition programs leading to a career certificate was signed by the governor in May 1994 (Substitute House Bill No. 5086, Public Act 94-116). The law defines and promotes high-performance work organizations in the private sector through the state's economic development and job training programs. It also coordinates the state's system for providing job search and job training information through a network of job centers and expands programs for identifying and helping displaced workers. The law also provides self-employment assistance and guidelines for creating a Human Resource Investment Council and regional employment boards.

The law allows school districts, the regional vocational-technical system, and regional educational service centers, in consultation with local employers,

unions, community-based institutions, and colleges, to establish school-to-work transition programs for high school students. Programs must be approved by the labor and education commissioners after review and comment by the local regional workforce development boards. Within available appropriations, the bill authorizes competitive grants to help school districts develop and implement the school-to-work transition programs. The law generally requires students in these programs to be paid for their work experience, except in special circumstances. It exempts participating student workers from the unemployment compensation law and from certain child labor laws, but the students are subject to all other state and federal employment laws. The law further requires that employers participating in school-to-work transition programs receive priority consideration for state job training and job creation grants. It prohibits employers from using student workers to cut their workforce and requires unionized employers to get agreement from affected labor organizations before participating. Employers who violate state or federal labor laws will be barred from the program.

With the help of the IIP team, the passage of this law (Public Act 94-146) moves Connecticut closer to a statewide workforce development system. By late 1994, the team was discussing continuing the IIP Project by monitoring the implementation of the law and recommending modifications where necessary; expanding support from government, business, labor and education for high-performance business practices; and using new school-to-work programs to open up school curricula to more applied learning, more choice for students, higher standards, and better communications between business and educators.

### Iowa: Economic Competitiveness and a Skilled Workforce

Iowa submitted a proposal to the IIP Project because the legislature had enacted "Iowa Invests" in 1992, a major welfare reform package that incorporated workforce development and school-to-work transition initiatives. The Iowa IIP team wanted to build on "Iowa Invests" to create a more cohesive workforce development system, to advance educational reforms, and to connect these activities to economic development.

**Iowa team goals.** Iowa's original proposal to the IIP Project outlined three goals that were refined at the first policy institute:

- Design an integrated workforce development system for Iowa that maximizes federal, state, local, and private resources;
- Develop a competitive workforce by establishing a common vision and comprehensive set of strategies that integrate the economic development and education/job training systems into a workforce development system within Iowa; and

- Conduct an analysis of "infrastructure" issues, or support services, related to workforce development initiatives.

The team's preliminary strategy was to create regional workforce development centers, an integrated management information system, a workforce council, and a workforce development coordinator position. Additionally, it wanted to pursue waivers to decategorize federal job training funds and to encourage active participation by a wide range of local, regional, and state-level stakeholders in the final design of the system. The Iowa team already had several existing strategies that would enhance its efforts to achieve its goals, including a five-year economic development plan, the State Human Investment Plan (SHIP), and the Benchmark Plan set up as part of the SHIP.

By the second policy institute, the team had further shaped its work to include four major goals:

**1. Develop an economy that provides full, meaningful employment and enough income to support a family.** Strategies included developing a diagnostic tool to collect data about family self-sufficiency, wage and benefit rates, and other comparisons also creating public understanding about these issues.

**2. Develop a system to encourage high-performance and technology-intensive industries.** The plan for achieving this goal included assembling data on income, wage, and other trends and presenting it graphically; describing high performance work organizations and sponsoring a conference on them; providing a "system integrator" at regional levels (to coordinate state and local workforce development); and sharing resources across state regions.

**3. Promote a comprehensive education system that has a clear sense of purpose for lifelong learning and productive roles in the workplace.** The team plans to use benchmarks to accomplish this goal. The benchmarking system, among other things, will support a system based on lifelong learning, integrate learning systems, define the purpose and mission of education and such terms as "comprehensive education system" and "literacy," develop a system of portable credentials based on competencies, andensure that a comprehensive education system is universally and continuously accessible.

**4. Expand the integrated workforce development system so that it responds to the rapidly changing needs of employers and is easily accessible to workers across the state.** The team identified several strategies to implement this goal, including elevating the understanding of the need for high performance workers and job opportunities, clarifying the relationship between high perfor-

mance workplaces and the ability to earn adequate income, ensuring that the legislative and executive branches are committed to encouraging high performance work organizations that will improve income opportunity, securing legislative action to support efforts to develop high performance workplaces and workers, and proposing a legislative initiative that directs economic development financial incentives only to high performance workplaces and workers. Other strategies include developing and disseminating written explanations of the importance of these goals, using media opportunities to spread the word, and using members of the team to talk about the importance of workforce development.

**Iowa team accomplishments.** After the Iowa team concluded that the route to a higher standard of living was to promote the development of high-performance work organizations, it was called upon to defend this position when a tax incentive package was proposed to lure a Canadian steel company to the state. Members of the team used this opportunity to question conventional tax-incentive recruitment and make the case for targeting scarce state resources to high-performance firms. The team provided legislators, business and labor leaders, executive staff, and service providers with an opportunity to speak with NCSL staff and policy institute faculty. It reinforced the importance of high-performance work organizations as a topic for Iowa's Rural Development Council conference (expected to be held in February 1995), and its members gave presentations on these organizations, school-to-work transition, and the integration of workforce development activities.

A subcommittee of the team worked with specialists to gather detailed economic, demographic and other information that will make workforce trends more meaningful to the public. Team members continued to develop ways to increase public awareness of the issues, including discussions with the Job Training Partnership Act (JTPA) programs, Job Opportunities and Basic Skills (JOBS) programs, Employment Services systems, and the Governor's Target Alliance (a multi-sector group charged with disseminating information about workforce and workplace issues).

In 1994, the legislature appropriated money to fund a state workforce development coordinator, support costs for a State Workforce Development Council, and form regional centers to develop portions of an integrated information system (dealing with information on workforce development, including employment and training services). A 1994 legislative interim study committee was expected to explore the idea of a cohesive, "supply-side" workforce development system, and the team hoped to introduce such legislation during the 1995 session.

### Kentucky: Enhancing Workforce Development for Competitiveness

There was a growing awareness in Kentucky that an educated and prepared workforce is a significant component of economic growth. The 1990 passage of landmark education reform legislation, Kentucky Education Reform Act (KERA) and the 1992 enactment of House Bill 89 (which restructured the Cabinet for Economic Development through a government-business partnership) helped create a political environment in which devising a workforce development system of high-quality, lifelong learning seemed a logical next step.

The team inventoried Kentucky's workforce development system and agreed that existing education and workforce training programs were too fragmented to adequately prepare Kentuckians for the economy of the future. The team also agreed to learn more about the existing system, while exploring modifications to it.

**Kentucky team goals.** The major objectives set out in Kentucky's initial proposal to the IIP Project were to initiate basic standards of competency for adult workers, establish technical competency standards for post-secondary students, implement a high school business training program in selected industries, and provide basic competency and technical competency training to displaced workers in declining industries.

During the IIP Project, the Kentucky team gained an understanding of global economic challenges and the importance of high-performance work organizations and skilled workers. The team vision for Kentucky's workforce drafted at the first policy institute was:

> By the year 2010, all Kentuckians will be afforded opportunities to participate in a sustainable economy that provides economic security through a system of quality, lifelong learning and globally competitive workplaces with higher paying, highly skilled jobs.

During the first policy institute, the Kentucky team developed a detailed workplan, divided into four workgroups, and adopted a set of guiding principles for building a workforce development system. These principles stipulated that the system should be:

- Customer-driven,
- Market-sensitive,
- Lifelong,
- Seamless,
- Competency-based,
- Performance/outcome-oriented (measured, benchmarked),
- Universally accessible/user-friendly,

- Flexible/streamlined,
- Affordable,
- Able to stimulate customer participation,
- Able to produce people with recognizable, transferable credentials (university-accredited certificates),
- Evolving/continuously improving,
- Reinforcing of the Kentucky Strategic Economic Development Plan, and
- Inclusive of strategic action plans of all stakeholders.

The first institute's process led the team to revise its original goals to encompass the whole workforce development system and its relationship to welfare, education, and economic development. Team strategies centered on the following goals:

- Upgrading the basic competency level of the existing Kentucky workforce to an acceptable academic and workforce performance skill level, demonstrated by earning a certificate.
- Creating youth and adult apprenticeship programs as a means of providing "seamless," lifelong learning opportunities that are integral to the regional workforce development strategic plan and modernization efforts.
- Directing public funds in workforce preparation programs to the needs of new and expanding high-performance industries and workers' careers based on regional workforce development strategic plans.
- Assisting Kentucky's small and medium-size manufacturing companies to compete successfully through modernization through a business-government partnership that rewards sector-based strategies.
- Attaining high-paying jobs for the unemployed, under-employed and displaced workers by an intensive, customer-based initiative that includes coordinating federal and state resources (career planning, job training, education, job placement, support services), designing customer goals that fit regional and state workforce development plans, and eliminating unnecessary regulation by seeking federal government waivers.

**Kentucky team accomplishments.** The team continued its educational efforts through the summer of 1993. It formed four subgroups to research key issues:

1. Providers and programs;
2. Customer needs in training employed persons, customer needs in training of unemployed persons;
3. Examination of models; and
4. Systems for providing comprehensive, lifelong worker training.

By reviewing the statistics in six areas of economic well-being, the team became aware of the serious lack of basic workplace competency skills and of limited manufacturing facilities in many rural counties of the state. A steel company official from Tennessee, who had previously served on the Oregon Progress Board (the strategic economic competitiveness planning body for Oregon) and the Oregon Workforce Quality Council (responsible for workforce training strategy, coordination, and funding) was instrumental in helping the team develop its recommendations for restructuring Kentucky's workforce development programs.

During the second policy institute, the team decided to draft and support legislation to create a workforce development governance system similar to Oregon's. The team proposed creation of the Kentucky Workforce Alliance and eight Regional Workforce Alliances. To coordinate and integrate state programs, the Regional Workforce Alliances would create regional plans and submit them to the Kentucky Workforce Alliance, which would act as a "super board" for approval and funding of plans. The team recommended that the Economic Development Cabinet adopt policies to encourage flexible manufacturing networks among firms and to invest in workforce training. Finally, the team recommended that an adult basic education learning system be created for those adults who lack essential skills.

The team's legislation (SB 195 and companion bill HB 475) was introduced in February 1994. By early March, substitute committee legislation (SB 195/SCS) was offered, which created an adult workforce development system that would be administered by the Workforce Development Cabinet. The final bill that passed was a much weaker version of the team's original bill. The concept of the Kentucky Workforce Alliance "super board" with corresponding Regional Workforce Alliances was taken out of the bill. The substitute legislation passed and did achieve important progress toward the goals set out by the Kentucky IIP team. Senate Bill 195/SCS adds new statutory language for addressing basic education and essential skills for the displaced, under-employed, or unemployed worker. It does this in several ways:

- It brings programs together in a coordinated system that addresses regional needs and responds to the community (technical schools, community colleges and businesses).
- It builds a sound infrastructure in basic essential skills that can lead a person to employment, skills upgrade, or retraining.
- It moves away from the part-time "moonlighting" teacher to qualified teachers, using effective adult instructional methods.
- It requires the use of performance measures and benchmarks to evaluate these efforts.

Additionally, the bill discourages fragmentation and inefficiency by transferring the Job Training Partnership Act (JTPA) program out of the welfare-oriented Human Resources Cabinet and into the training-oriented Workforce Development Cabinet. It has a provision that includes workforce training as a part of any flexible manufacturing network supported by the Economic Development Cabinet. The bill also gives statutory support for the federal School-to-Work Transition Opportunity Act as it might be implemented in Kentucky.

The General Assembly also approved a resolution (SCR 86) directing the Interim Joint Committee on Economic Development to study the state's workforce training efforts to provide effective and efficient public educational programming to meet current and future employer demands. The 1994-1995 interim study will look at the consolidation of duplicate programs, credit transferring, articulation agreements (an agreement between a higher education institution, typically a community college, and a school district to allow high school students to receive college credit for courses taken at the high school. Instructors at both institutions coordinate curriculum and teaching methods to avoid duplication), alternative instructor certifications, and the linkage between occupational programs and employment opportunities. The legislature will not meet again until January 1996.

Several bills related to economic competitiveness were also passed as a result of what IIP team members learned about new state economic development strategies. One bill directed the Kentucky Economic Development Cabinet to promote flexible manufacturing networks in the secondary wood products industry (HB 561) and flexible networks in agriculture (HB 483). Another bill created an applied research program to be operated by the Kentucky Science and Technology Council with funds from fees paid by firms that receive state economic development incentives(SB 277).

The legislation that passed was not as comprehensive as the team wanted. Because the General Assembly meets every other year, the team was under pressure to turn its recommendations into legislation only two months after the second policy institute—or wait two years. The team believed it lacked adequate resources and time to inform the public and other legislators, agency officials, and private-sector leaders about its proposals. Some team members expressed the opinion that the success of its proposal was hindered by opposition from certain state agency directors, a focus of political and media attention on other issues, and the substantial change from existing policies and programs. Agency directors opposed the bill's stipulation that state agency funds could not be spent outside the purview of the Kentucky Workforce Alliance and the Regional Workforce Alliances.

Despite several disappointing legislative setbacks, the team members believed it made major strides in three areas:

1. Team members have, both personally and on behalf of their organizations, had an opportunity to learn a great deal about the economic challenges facing the workforce in Kentucky and the nation. Members learned about methods of improving the workforce development system by emphasizing techniques used by high-performance work organizations, creating private-public partnerships, and more efficiently improving the basic skills of under-educated adults.
2. The team designed a strategy for using an empowered "super board" to coordinate workforce training and adult basic education.
3. The team's legislative proposal created a debate in the state about work force development and how it is linked to education and economic development.

The team met in June 1994 to review its work and the legislative action and decided to investigate the possibility of continuing the IIP Project through a Phase II. Meanwhile, the legislature's economic development committees are expected to examine workforce development issues during the 18-month interim study.

### Washington: Coordination, Education, and Economic Development

Before participating in the IIP Project, Washington had implemented many new policies and programs to improve workforce development, including the 1991 establishment of the Workforce Training and Education Coordinating Board (WTECB), enactment of K-12 performance-based education reform, the beginning of school-to-work transition programs in several schools, and the passage of a tax to finance training for dislocated and other unemployed workers.

Washington faced many economic challenges, including declines of the aircraft, defense, and timber industries; movement away from a natural resource-based economy; one of the least diversified economies in the country; increasing dependence on international trade; and an older, more diverse population.

The Washington proposal focused on four goals: (1) making school-to-work transition an integral part of K-12 education reform; (2) improving the coordination of workforce development programs; (3) coordinating workforce training with economic development strategies; and (4) improving the basic skills of workers. An overarching theme was increasing public awareness of these issues.

Washington voters narrowly passed a ballot initiative limiting state spending in 1992, which has constrained the development of the team's proposals. In addition, the legislature has ten policy and budget committees that deal with the issues related to the IIP project, which makes legislative proposals organizationally and politically difficult to pass. Another IIP team challenge was to formulate a coherent, comprehensive strategy to address a very large number of workforce-related issues.

**Washington team goals.** The team outlined a vision at the first policy institute and later refined it to encompass expanded learning for increased competitiveness and improved quality of life. Its vision for Washington's future was:

> Here in Washington State, we share important values—respect for each other, recognition that we share a common future, and the importance of productive work for everyone.
>
> Our highly skilled and adaptable people have brought about an economy competitive with the best in the world. Workplaces are environmentally conscious, family-friendly, and use the skills and talents of all employees to produce high value goods and services.
>
> Our education begins before we formally enter school and continues throughout our lives so that we have the skills to meet our family and community responsibilities and can adjust when our employment changes. All of us are both learners and teachers.
>
> Training is available to enable us to work in high-performance workplaces and in jobs that pay a living wage. Our integrated, competency-based, and cost-effective learning system is founded on personal responsibility and community values, driven by customer needs and labor market demands, and administered through performance measures and incentives.
>
> Technology is key to our success in increasing access to learning, keeping curriculum current, and eliminating the barriers of geography.
>
> All people are valued—regardless of income, gender, race or ethnicity or any other characteristics that have in the past divided us. Indeed, we work hard to prevent youth from turning their backs on school, to enable young people to move smoothly from school to the workplace, and to support learning that leads to productive employment for those on public assistance.
>
> As they plan their work, our public institutions—our schools and government agencies—reach out to their customers for guidance. And they work with private sector partners to meet the state's needs.
>
> Our workforce partnerships, forged by business and labor and nourished by state and local government and educational systems, ensure

that the customer is empowered in the learning system—in planning, delivery, and evaluation of learning activities.

Our high wage, globally competitive, and socially harmonious state models the values and institutions required for success in the 21st century.

By dividing into subgroups, the team identified four main areas for further study. These subgroups added non-team members (including legislative staff), developed goals, and established workplans. The four subgroups were:

**1. Connecting High Quality Schools with High Quality Workplaces: Structuring Excellence in the School-to-Work Transition.** The first subgroup topic was school-to-work transition. This subgroup examined ways to help students make the transition from school to employment through youth apprenticeships, technical preparation or "tech prep" (a program that coordinates the last two years of high school with two years at a community college, resulting in a certificate or associate degree), and the establishment of industry-based skill standards. The team believed advancing state policy on school-to-work transition would incorporate it more completely within the state's education reform work and position Washington to respond successfully to federal funding initiatives that sought to stimulate state school-to-work efforts. The anticipated result of this subgroup's work will be legislation for the 1995 session defining a new skill standards certification for high school students which would show the level of skill competency above the initial certificate of mastery. (The certificate of mastery indicates that high school students have competence in basic subjects.)

**2. Building User-Friendly Institutions: Designing an Integrated Workforce Development System.** The second subgroup topic was the coordination and integration of workforce preparation. Customers (businesses, workers, and students) face a plethora of state and federal programs, often characterized by conflicting administrative procedures. This subgroup explored how to make workforce preparation programs easier for customers to use. Given that the state already has a form of a workforce development super council (the WTECB), possible options for improving coordination and integration include greater uniformity in eligibility criteria and transferability of assessment methods, aligning geographic jurisdictions and program planning cycles, and the consolidation of funding sources. Recommendations may include administrative changes, requests for federal waivers, and perhaps legislation.

**3. Building a High-Wage Economy: Increasing the Skills of Current Workers.** The third subgroup topic was training the workforce. This subgroup tackled the issues of what are the appropriate public, private, and individual roles and responsibilities for continually upgrading the skills and educational levels of workers.

**4. Building a High-Wage Economy: Employment Workforce Quality as an Economic Development Tool.** The fourth subgroup topic was linking economic development to workforce quality. This subgroup analyzed the connection between workforce preparation and economic development strategies, specifically how the state can facilitate the development of high-performance work organizations in the private sector. This subgroup has also explored the connections between the state's newly merged Department of Community, Trade and Economic Development and workforce training programs. This subgroup was expected to propose legislation in the 1995 session.

Full team meetings were held every other month, except during the legislative session, to discuss the work of the subgroups, to refine the team's vision, and to monitor their progress.

**Washington team accomplishments.** After returning from the first policy institute, the team chair hosted a briefing for legislative staff about the IIP Project and urged staff participation in and support for the subgroups. This meeting was well attended and built awareness of the project, its goals, and opportunities. In addition, one of the institute's faculty, Brian Bosworth, Regional Technology Strategies, Inc., addressed a joint hearing of legislative committees on linkages between workforce training, economic development, and encouraging the development of high-performance work organizations. Bosworth also met with legislative staff and labor representatives. The team hoped to connect the work of the IIP Project to the 1993 interim work of the legislative committees.

Several pieces of legislation were introduced in the 1994 session of the legislature. One bill (SB 6220) that became law created the quality achievement award program. The purpose of the program is to improve the overall competitiveness of the state's economy by setting standards of organizational excellence, encouraging organizational self-assessment, identifying successful organizations as role models, and providing a mechanism for promoting continuous quality improvement in all sectors of the state's economy. Each year, the program will recognize businesses that improve the quality of their products and services and are good examples of high-performance work organizations.

Another bill (SB 6321), which passed the Senate but died in the House, would have directed the Department of Community Development and the Department of Trade and Economic Development, once merged, to help firms develop flexible networks or consortia designed to identify common needs and opportunities, and even pool resources, facilities, and services. The legislature also passed a youth violence measure that allowed money appropriated under the bill to be used for school-to-work transition programs. Members of the IIP Project

team helped shape the state's application for a development grant under the federal School-to-Work Opportunities Act.

The Workforce Training and Education Coordinating Board was established to provide planning, coordination, evaluation, monitoring, and policy analysis for the state employment training system. Several members of the board, as well as its executive director, were members of the IIP team and were able to link the work of the subgroups with the development of the Board's comprehensive plan for workforce training, which was formally adopted in July 1994 and released in fall 1994. The comprehensive plan included IIP recommendations on school-to-work transition, coordination of workforce development programs, coordination of training and economic development, and facilitating high-performance work organizations.

The team expected to develop its legislative agenda for 1995, including proposing bills on school-to-work transition, high-performance work organizations, integration of re-employment programs, basic workplace skills, and an accountability structure for measuring performance. The team also expected to develop strategies for increasing public awareness of these issues. The team will meet before the 1995 session to complete its work. Beyond that, the team does not anticipate continuing to meet, but expects to work informally to support legislative efforts and other related actions.

### *West Virginia: Coordinating Employment and Training Programs*

In the past, the West Virginia legislative and executive branches have worked together on education and economic development issues. In spite of significant accomplishments in these separate areas, relatively little attention was paid to the interrelationship of education, economic development, and workforce development policies. One reason is that state and federal workforce development programs are spread over many government agencies, including education, welfare, labor, and economic development agencies. Each agency involved in workforce development had specialized programs and constituencies. Bureaucratic fragmentation only worsened West Virginia's already serious problem of low educational achievement and high unemployment. Accordingly, both legislative and executive branches recognized that improving the way the state trains future and current workers requires enormous technical expertise and political will. The IIP Project provided a way to address these needs.

**West Virginia team goals.** The primary goal of the West Virginia team's proposal was to build consensus for a comprehensive strategic plan for workforce education and training. The West Virginia proposal emphasized identifying appropriate markets and technologies to serve the needs of the rural population.

The desired IIP Project results were to:

- Increase public awareness of the state's economic development vision;
- Redesign education and training programs so they respond to the needs of globally competitive businesses;
- Forge a state, local, and private partnership to achieve a customer-driven, results-oriented, workforce development system;
- Provide effective and efficient delivery of services to rural areas.

At the first IIP policy institute, the West Virginia team agreed on "West Virginia at Work," an evolving job training and job development program to help West Virginians compete in the changing global economy through continual, life-long learning.

The team redefined their goals:

- Link job training and job development strategies to economic development by encouraging employers and employees to develop continual learning systems that promote high performance;
- Create a single state entity to develop a comprehensive workforce development plan that can respond to changing conditions, monitor the performance of job-training and job-development programs, improve coordination and delivery of employment and training programs on the state and local levels, and research effective approaches to job training and development;
- Focus initiatives on sectors that present realistic opportunities for long-term employment at optimal wage levels and good working conditions;
- Make it possible for people to choose from a wide range of job training services targeted primarily to those sectors of the economy in which jobs are available or are likely to become available;
- Create client-friendly workforce development centers; and
- Require job-training programs to maximize workplace learning for businesses as well as train employees.

During fall 1993, the team created subgroups, adding more than 50 people to these groups in an effort to broaden participation. The subgroups discussed one-stop shopping, school-to-work transition, micro-enterprise development, and creation of an oversight entity for the workforce development system.

The one-stop shopping subgroup's focus on career centers helped the employment service and community colleges bid jointly on a state contract for JTPA assessment and counseling. The school-to-work transition subgroup acted as ad hoc staff to the steering committee dealing with the federal School-to-Work Opportunity Act grant proposal. The micro-enterprise subgroup explored programs that train rural people in basic business planning and marketing skills. It

also examined providing small loans to launch microenterprises in other niches in the economy that favor self-employment, such as crafts and foods. The oversight entity subgroup examined how the state could better coordinate workforce development programs through a Human Resource Investment Council.

**West Virginia team accomplishments.** The IIP Project generated a great deal of interest in an integrated workforce development system, an idea rarely discussed before the creation of the IIP team. The high-level executive and legislative membership on the IIP team significantly increased interagency cooperation. For the first time, a detailed inventory of state and federal workforce development programs was compiled, which included expenditures, types of job training offered, number of students and workers served, and location of service providers. This information was analyzed and shared with a wide audience. West Virginia discovered that it was spending $200 million a year on workforce development. This finding was critical because it showed that, if financial resources were consolidated, there was sufficient money to reform and improve its workforce development effort.

The most significant legislative result of the IIP Project in West Virginia was a bill, passed during the 1994 session with bipartisan support, to create the Governor's Workforce Development Council. The council members will consist of

- the governor,
- three cabinet secretaries (Commerce, Labor, and Environmental Resources; Education and the Arts; and Health and Human Resources),
- chair of the West Virginia Development Council,
- the state superintendent of schools,
- representatives from labor, small business, industry, and proprietary schools, and
- the chair of the Joint Commission for Vocational, Occupational and Technical Education.

The council will address the following issues:

- Common core competencies and competency certificates based on universal and transferable workplace skill requirements;
- Strong linkages between public education, higher education, and state job training programs;
- Coordination with state, local, and regional economic development efforts to ensure that workforce development programs lead to viable employment opportunities;
- Client-focused service delivery that provides easy access for individuals and businesses to appropriate workforce education and training;

- Modification, consolidation, or elimination of conflicting, duplicative, and unnecessary workforce development programs, delivery systems, and administration.

In spring 1994, the council began to implement the school-to-work transition and the career-center initiatives designed by the IIP subgroups. Although it does not replace any existing workforce development councils, the council will function as a Human Resource Investment Council because its membership consists of public and private sector leaders of the workforce development councils across the state. The governor's appointments to these various councils are designed to create an interlocking membership that provides a core of leaders for workforce development reform. The council is expected to recommend that the legislature establish a fully empowered coordinating entity. Other initiatives created by the IIP Project include:

- A collaborative effort among employment services, community colleges, vocational education, and the Job Opportunities and Basic Skills (JOBS) program to bid on the statewide contract for assessment and counseling.
- Creation of an independent, non-profit, Workforce Development Training Institute designed to build local capacity by helping public- and private-sector workforce training providers improve their professionalism and increase links to local and regional economic development activities.
- Implementation of a pilot, "learning to learn" program by the JOBS program in coordination with community colleges in an effort to increase the ability of JOBS participants to learn on the job and in the classroom.
- Spurring local, comprehensive school-to-work transition initiatives in certain regions of the state with leaders who have been involved in the IIP Project.

Although it is not likely the complete team will continue to meet after the IIP project ends, the major subgroups are expected to continue their discussions in the areas of micro-enterprise development, school-to-work transition, and development of career centers. Some team members will have formal roles on the Governor's Workforce Development Council.

# Conclusion

The theory behind using teams is that better decisions are made by team collaboration than by individual choice. The premise of the NCSL/JFF IIP Project was that a broad-based group of public- and private-sector representatives could, over a period of many months, forge itself into a team. The team, exposed to the best ideas and experts in state economic and workforce development, could develop a political consensus on major systemic initiatives that would markedly improve their state's economic and workforce development systems. Team members also would play major roles in implementing the teams' recommendations, including enactment of legislation.

The five IIP teams of 10 to 19 members offered a variety of skills, knowledge, and experience. They agreed that representatives from government, business, labor, education, and community groups could represent their constituencies and provide the support necessary to implement the team's decision. The teams agreed on how the members would work together, setting up team rules, determining responsibilities, and establishing accountability.

The accomplishments of each of the project states, detailed in this book, demonstrate the value of the project's methodology, in the project staff's view. IIP teams with committed leaders who helped the team members overcome conflicts and problems and manage legislative complexities had greater success in reaching their goals. The other teams still achieved some success despite a lack of leadership, intervening state emergencies, political changes, and personal differences. All teams faced problems and resistance, but overcoming those obstacles usually helped strengthen the teams.

In varying degrees, all teams made significant strides towards reaching their goals and moving closer to their workforce visions. When the IIP Project ends in mid-1995, several of the teams will also end, but some of them are planning to continue their work, change the team's membership, expand its purpose, and set new goals.

The IIP Project's methodology offers states a way to break the political gridlock that prevents them from significantly improving their economic and workforce development systems. Critical ingredients for a state policy team's success are fresh thinking, courage, and risk-taking; without them the state cannot move forward. Although the risks are real for individuals and organizations, the payoff for a state can be great.

## Appendix A: IIP Project Guidelines for Building Successful Teams

**Create a multi-disciplinary team.** From the beginning, all major affected groups should be involved in the design and implementation of a comprehensive workforce development system: state policymakers, agency personnel, educators, workers, parents, students, unions, employers, local government officials. Employers and union representatives should be the "majority partners" on the teams and be the driving force, not state government representatives.

**Design strategies for achieving vision.** Once team members agree to a vision, they should also agree on strategies to achieve the vision. Strategies should be both innovative and "tried and true." Team members should be willing to change strategies as new ideas and problems arise.

**Determine indicators of achievement.** Teams should establish specific indicators to measure the team's progress toward its goals.

**Encourage team members to spread the word.** Team members must act as teachers and recruiters to the groups they represent on the team, as well as to their friends, neighbors, and colleagues.

**Set high goals.** A state should not shy away from setting high achievable goals for its workforce development system. With time, the goals should prove attainable. Progress toward the goals should be measurable for the purpose of evaluation.

**Examine innovations in appropriating money.** New workforce development systems will require a number of changes in the way public monies are appropriated. The redistribution and new accountability standards that arise from such changes will face many difficult moments.

**Commit to a long-term effort.** Establishing a comprehensive economic and workforce development system is complex and time-consuming. State teams must be willing to make a commitment to slow but steady change over a number of years. Time and patience are essential ingredients for effective, systemic improvements.

# Appendix B: Policy Initiatives

States are examining economic and workforce development strategies that prepare students for an increasingly competitive global economy, meet business demands for highly skilled and educated workers, and improve business competitiveness. Many states are moving in this direction and a few of their strategies are worth briefly examining. Since many states are modeling their efforts on the German apprentice system and because the Clinton Administration's school-to-work transition program is catalyzing state initiatives, a short description of the German system is included.

### Germany's Dual System

Some countries are widely acknowledged to be far ahead of the United States in developing a comprehensive school-to-work transition system that prepares students with the education and skills necessary to be successful in the workplace. Germany is often looked to by the American states for its successful youth apprenticeship model.

The German dual system is designed to make every person who enters the labor market occupationally competent and qualified, either as a skilled worker or as a graduate of a higher education institution. The German federal government coordinates the training and the workplace entry of students, while the responsibility for training is left up to the employers.

The dual system provides comprehensive apprenticeships to young people who have little or no previous employment experience. After completing their training and a final examination, the apprentices become journeymen with nationally recognized credentials. About 75 percent of German youth from age 16 to 18 (approximately 1.8 million young people per year) participate in the dual system at a $30 billion annual cost to employers. The employers' commitment to train reflects the German work ethic and the desire to develop and maintain a high-quality workforce.[25]

The German dual system has four major components. First, participants enter into a contractual agreement with an employer who provides on-site training. Students are released several days each week to attend classes at a vocational training institution. Second, the training focus is on job-specific skills and socialization skills needed to enter the workforce. Third, employers bear 80 percent of the total cost of apprenticeship training. German state governments finance the

remaining 20 percent. Fourth, the training syllabus is determined by employers and union representatives and approved by the federal government.[26]

However, some critics of the German model argue that the students only learn the skills for a specific job and that, therefore, training is too narrowly focused. In addition, women are less likely to be admitted to apprenticeship occupations traditionally associated with males. Women tend to enter such occupations as hairdressing, retail sales, office work, doctor's receptionist, and industrial clerk. Men most often enter such occupations as mechanic, electrical fitter, machine fitter, joiner, and clerk in wholesale and foreign trade. In addition, ethnic minorities, who find it difficult to become citizens under German law, are less likely to be allowed into the German apprenticeship system.[27]

### Kansas Economic Development Strategy

The Kansas economic development strategy has two goals: encourage businesses to compete successfully in global markets through high quality, high value-added products and services; and produce a highly skilled workforce that is internationally competitive.

The state strategic plan, "A Kansas Vision," details the economic principles designed to help Kansas reach its goals: help firms and communities willing to help themselves; emphasize business assistance for small and medium-sized companies while building relationships with larger firms; scale economic development efforts to the relative size of the opportunities and problems addressed; focus on the quality of leadership and management of business and communities; and rely on joint public and private leadership in the ongoing planning, governance, and implementation of economic development.

The legislative economic development committees, bipartisan legislative leadership, Kansas Inc. (a research and analysis organization that provides information to policymakers and oversees the strategic plan), and the public/private partnerships all support the Kansas strategic plan, which encourages continual learning and consensus-building.

### Kentucky Education Reform

Education reform is often a key component of a state's strategy for economic competitiveness. The workforce development and education systems of many states are being "reinvented" to adapt them to the needs of the economy of the future.

The 1990 Kentucky Education Reform Act (KERA) mandated new standards in curricula, testing, administration, and financing in the K-12 system.

KERA established a system of school-based management as well as local school councils responsible for curriculum, finance and performance accountability. In addition, KERA instituted six goals to be accomplished by all school districts including high expectations, student preparedness for adulthood, regular attendance, lower dropout rates, fewer health barriers to learning, and successful transition to work or postsecondary education.

### Oklahoma Industrial Extension Service

In 1992, the Oklahoma Legislature created the Oklahoma Alliance for Manufacturing Excellence to promote business modernization through a statewide industrial extension service. Similar to the U.S. agricultural extension service, the Alliance seeks to provide the most current information available on production and management systems to firms too small to afford such expertise. The Alliance is governed and financed by member firms along with funds from the Oklahoma Department of Commerce and the Oklahoma Center for the Advancement of Science and Technology.

### Oregon Benchmarks

Oregon's approach to comprehensive workforce and economic development has three major components: strategic planning, sector strategies, and workforce development. Oregon began with "Oregon Shines," an economic development strategy report that defined a vision of a world class workforce, an extraordinary quality of life, and an international frame of mind. To accomplish this vision, the state established benchmarks to measure progress in achieving its goals in the areas of education, economic development, workforce development, and social programs.

Benchmarks were defined in three major areas: exceptional people, a diverse and robust economy, and livable communities. More than 270 specific benchmarks were developed with 27 "urgent benchmarks" (items of immediate importance), and 18 "core" benchmarks (long-term measures of progress). Successful progress toward the benchmarks is tied to state funding and state agency missions.

Oregon's strategy stresses cooperation among private firms and between government and private industry. Legislation called for the state Economic Development Department to work with the major industries to help them collectively address their problems. The legislature, for example, also created the Secondary Wood Products Competitiveness Corporation. In addition, **Oregon's** high-performance work organization firms independently formed their own trade association, called the Oregon Quality Initiative.

### Pennsylvania Industrial Resource Centers

In Pennsylvania, a network of nine Industrial Resource Centers helps major manufacturers modernize their supplier base. The resource centers are created by the state, directed by the private sector, and customized to meet regional needs. The Pennsylvania Industrial Development Authority provides low interest loans to help firms modernize in order to create high quality jobs, focusing on helping firms adopt new technologies, develop human capital investment and expand export promotion.

### South Carolina Special Schools Program

The Special Schools Program was established in 1961 to help South Carolina train high-tech machine tool operators with the hope of attracting high-tech employers. The Special Schools Program trains workers for specific industries and assists firms free of charge if the firm creates new jobs in the state. In 1992 South Carolina spent $6.5 million on Special Schools while attracting $2 billion in new businesses.[28]

South Carolina also is very active in developing "tech-prep" programs that assist young adults to move from school to the workplace. Tech-prep programs begin during the junior year of high school, continue with two years at a community or technical college, and result in a certificate or associate degree. Tech-prep includes applied academics in basic subject areas, increased technical training, and strong business participation.

## Notes

1. For more information see Jana Zinser, *Reinventing Education* (Denver, Colo.: National Conference of State Legislatures, 1994).

2. P. Hersey and K.H. Blanchard, *Management of Organizational Behavior*, 5th ed. (New York: Prentice Hall, 1988); E.H. Schein, *Organizational Culture and Leadership; A Dynamic View* (San Francisco: Jossey-Bass, 1985), as cited in Deborah Harrington-Mackin, *The Team Building Tool Kit* (New York, N.Y.: American Management Association, 1994), p. 29.

3. C. Argyris, *Management and Organizational Development* (New York: McGraw-Hill, 1971); R. Likert, *New Patterns of Management* (New York: McGraw-Hill, 1961); J.W. Lorsch and P.R. Lawrence, eds., *Managing Group and Intergroup Relations* (Homewood, Ill.: Dorsey, 1971); E. Mayo, *The Human Problems of an Industrial Civilization* (Cambridge, Mass.: Harvard University, 1933), D. McGregor, *The Human Side of Enterprise* (New York: McGraw-Hill, 1985), as cited in Deborah Harrington-Mackin, *The Team Building Tool Kit*, p. 95.

4. Jon R. Katzenbach and Douglas K. Smith, *The Wisdom of Teams* (New York: HarperBusiness, 1993), p. 9.

5. Katzenbach and Smith, *The Wisdom of Teams*, p. 18.

6. Ibid., p. 85-108.

7. Katzenbach and Smith, *The Wisdom of Teams*, p. 21.

8. Ibid., p. 91.

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10. Ibid., p. 95.

11. Ibid., p. 91.

12. Ibid., p. 65-108.

13. Ibid., p. 45-46.

14. Harrington-Mackin, *The Team Building Tool Kit*, p. 10.

15. Katzenbach and Smith, *The Wisdom of Teams*, p. 47-48.

16. Ibid., p. 49-50.

17. Ibid., p. 53-55.

18. Ibid., p. 58-59.

19. Ibid., p. 128.

20. Ibid., p. 138-144.

21. Harrington-Mackin, *The Team Building Tool Kit*, p. 21.

22. Ibid., p. 77.

23. Katzenbach and Smith, *The Wisdom of Teams*, p. 151.

24. Ibid., p. 246.

25. Scott A. Liddell, *Racing with the World: How States Can Build a 21st Century Workforce* (Denver, Colo.: The National Conference of State Legislatures, 1994), p. 23.

26. Liddell, *Racing with the World*, p. 24

27. Emily Gantz McKay, *The Forgotten Half: Two-Thirds: An Hispanic Perspective on Apprenticeship, European Style*, A Report of the National Council of La Raza Consultation on Apprenticeship (Washington, D.C.: National Council of La Raza, 1993), p. 16-18.

28. Karen Johnson and David Shreve, "A Decade of Difference," *State Legislatures* 19, no. 11 (November 1993): 24-26.

## About the Author

Jana Zinser is a senior policy specialist in NCSL's economic development program. Jana's professional experience before coming to NCSL includes working for the senate majority leader in the Iowa legislature, for a congressman in Washington, D.C., and for Unisys Corporation in Denver, Colo. She has a bachelor's degree in political science and history, a master's in journalism, and a law degree.

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